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ABSTRACT

This report addresses key elements that are part of the responsibilities of state councils on vocational education as required by the Carl D. Perkins Vocational Education Act of 1984. A core of requirements known as "common elements" provide compatible information from all states and territories. The report is organized in three sections and the following common elements are included: (1) under the Carl Perkins Vocational Education Act--accessibility and set-asides for special populations, funding formula for disadvantaged/handicapped, private-sector involvement, and allocation of state allotments; (2) under the Job Training Partnership Act (JTPA)--populations with serious barriers to employment and JTPA standards; and (3) under Vocational Education/JTPA Coordination--public education delivery system and local coordination. For each section, questions are answered using tables and data collected from Illinois vocational education programs. Eighteen tables are included in this report. (NLA)

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C O M M O N E L E M E N T S

A Report of Coordination and Special Programs Serving Special Populations Through Vocational Education and Job Training

FYs 1989 and 1990

Illinois Council on Vocational Education

CE059462

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- BUILDING PUBLIC-PRIVATE PARTNERSHIPS TO IMPROVE VOCATIONAL EDUCATION IN ILLINOIS (A survey and validation report of Illinois' business, industry, and labor needs from education.)
- TOWARD A WORLD-CLASS WORKFORCE (A response to business, industry, and labor needs with recommendations to education as well as to the private sector.)
- APPRENTICESHIP IN ILLINOIS [Title?] (A study to review potential expansion of apprenticeship programs, including pre-apprenticeship.)
- BUILDING WORLD MARKET COMPETITORS: TECHNOLOGY TRANSFER AND THE ILLINOIS COMMUNITY COLLEGE SYSTEM (A status report of the community college capacity to be a resource to the state's economy.)
- A FOLLOW-UP OF 1989-1991 ACTIVITIES RESPONDING TO ICoVE'S RECOMMENDATIONS AND SUGGESTED ACTIONS FOR PRIVATE SECTOR INVOLVEMENT (A follow-up of ICoVE's 11 recommendations and 45 suggested actions in four Technical Reports addressing private-sector involvement issues for 1987-1988.)
- A FOLLOW-UP OF 1989-1991 ACTIVITIES RESPONDING TO ICoVE'S RECOMMENDATIONS AND SUGGESTED ACTIONS FOR COORDINATION (A follow-up of ICoVE's 23 recommendations and 31 suggested actions in five Technical Reports addressing coordination issues for 1987-1988.)
- A FOLLOW-UP OF 1989-1991 ACTIVITIES RESPONDING TO ICoVE'S RECOMMENDATIONS AND SUGGESTED ACTIONS FOR SPECIAL POPULATIONS (A follow-up of 56 recommendations and 66 suggested actions in nine Technical Reports addressing special population issues for 1987-1988.)
- A FOLLOW-UP OF 1989-1991 ACTIVITIES RESPONDING TO ICoVE'S RECOMMENDATIONS AND SUGGESTED ACTIONS FOR QUALITY VOCATIONAL EDUCATION (A follow-up of 35 recommendations and 124 suggested actions in 14 Technical Reports addressing quality vocational education issues for 1987-1988.)
- A FOLLOW-UP OF 1989-1991 ACTIVITIES RESPONDING TO ICoVE'S RECOMMENDATIONS AND SUGGESTED ACTIONS FOR EDUCATION FOR EMPLOYMENT (A follow-up of 29 recommendations and 140 suggested actions in 12 Technical Reports addressing education for employment issues in 1987-1988.)
- SCHOOL BOARD MEMBERS SEEK BUSINESS COMMUNITY COMMITMENT (A survey report of local school board members and administrators' perceptions of tech prep and private-sector involvement with vocational education.)
- COMMON ELEMENTS (A report of coordination and special programs serving special populations through vocational education and job training.)
- CORRECTIONAL EDUCATION, A WAY TO STAY OUT (A report of public hearings and interviews of inmates with commendations, recommendations for Illinois with supporting statements, and success stories.)
- ILLINOIS TECHNICAL COMMITTEES, 1985-1990 (A report of the State's technical committee activities and accomplishments.)
- OVERVIEW OF ICoVE INITIATIVES, FISCAL YEARS 1989 AND 1990 (A report of ICoVE activities including major initiatives, council meetings, council linkages, reports, and other activities.)
- NEWSLINE (A newsletter prepared four times per year.)
- SPECIAL POPULATION STUDENTS: THE ISSUE OF ACCESS AND SERVICES (A guide for local councils)
- INCREASING THE IMPACT OF ICoVE RECOMMENDATIONS: EXAMPLES FROM JTPA REPORTS (A self-evaluation report of ICoVE)
- MEMBERSHIP BROCHURE

C O M M O N E L E M E N T S

A Report of Coordination and Special Programs Serving Special Populations Through Vocational Education and Job Training

FYs 1989 and 1990

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PREFACE

The purpose of this report is to address key elements that are part of the responsibilities of state councils on vocational education as required by the Carl D. Perkins Vocational Education Act of 1984. This report is prepared at the request of the National Association of State Councils on Vocational Education (NASCOVE) for all state councils to respond to a core of requirements in a pre-agreed-upon format. This core has become known as the ***COMMON ELEMENTS***.

NASCOVE's intent in regard to the ***COMMON ELEMENTS*** reports is to provide compatible information from all states and territories. Because each state has unique characteristics and needs, council reports are uniquely different and cannot always be compiled to provide aggregated or national data. This is the second reporting of the ***COMMON ELEMENTS***. Once again, reports will be compiled to present a "national picture" of what state councils are reporting pursuant to the following elements.

I. CARL D. PERKINS VOCATIONAL EDUCATION ACT
- Accessibility for Special Populations
- Set Asides for Special Populations
- Funding Formula for Disadvantaged/Handicapped
- Private-Sector Involvement
- Allocation of State Allotments

II. JOB TRAINING PARTNERSHIP ACT
- Populations with Serious Barriers to Employment
- JTPA Standards

III. VOCATIONAL EDUCATION/JTPA COORDINATION
- Public Education Delivery System
- Local Coordination

Within states, reports on these elements are used to advise the State's Governor, Board of Education, and Job Training Coordinating Council. In addition, each state submits its report to the U. S. Secretary of Education and the U. S. Secretary of Labor. NASCOVE will present the composite national report to both U. S. secretaries and also make it available to State Councils for appropriate audiences.

This report is designed to provide requested information on the ***COMMON ELEMENTS*** topics. In formatting, NASCOVE's questions are cited with responses following.

In addition to ***COMMON ELEMENTS***, the Illinois Council on Vocational Education has several other reports which augment its fiscal years 1989-1991 responsibilities as required by federal vocational education legislation. These are listed on the inside of the cover.

P A R T I

CARL D. PERKINS
VOCATIONAL EDUCATION ACT

- Accessibility for Special Populations
- Set Asides for Special Populations
- Funding Formula for Disadvantaged/Handicapped
- Private-Sector Involvement
- Allocation of State Allotments

ACCESSIBILITY FOR SPECIAL POPULATIONS

Segments of society termed "special populations" encounter many barriers to participation in special programs designed to assist the individual. Vocational education, since the 1960s, has made a concerted effort to eliminate barriers. The struggle is not easy. Some barriers are "physical" in nature, thus needing financial resources. Other barriers are "attitudinal" in nature, some on the part of the person, others on the part of society.

Considerable funds have been used to target these groups, which usually have been underserved, to make programs available, provide quality programs, provide awareness of benefits, encourage participation, provide staff in-service education, develop awareness among employers, and provide other initiatives essential for accessibility.

QUESTION	What was the number and percentage of the special needs populations enrolled in quality vocational education programs?

The percentage of disadvantaged students enrolled in vocational education in FY 89 increased 5% from FY 87; the percentage of handicapped enrollments was the same as in FY 88; and the percentage of limited-English-proficient enrollments stayed about the same. The number of single parents and homemakers served in FY 89, as compared to FY 87 and FY 88, nearly doubled. In part, this can be attributed to expanded programs and services.

Approximately 70% of secondary and 35% of postsecondary handicapped students are mainstreamed into regular programs and receive special support services. Additional services and programs designed to facilitate access are described in the pages that follow.

Participation of Special Populations

Table I

Population	FY 89 Enrolled	FY 89 Percent[1]	FY 90 Enrolled	FY 90 Percent[2]
Handicapped	47,448	7%	46,806	7%
Disadvantaged	198,890	30%	168,168	26%
LEP	9,699	1%	18,761	3%
Adults in need of training & retraining	N/A		20,597	3%
CHEP (C & H E)	16,000		6,626	
Single parents or homemakers	15,892	2%	11,410	2%
Locally initiated (5,870)			(6,045)	
Access (7,306)			(--)	
PREP - Home visits (2,716)			(5,365)	
Individuals in programs to eliminate sex bias and stereotyping	83,000	13%	N/A	
Criminal offenders and correctional institutions	7,988	1%	8,790	1%
Other, Special Coop. Education	3,002	.5%	34,356	5%
TOTAL	365,919	53%	362,320	57%

Data Source: ISBE/DAVTE N/A = Not Available

[1]Percent = of the total vocational education enrollment (684,742)

[2]Percent = of the total vocational education enrollment (640,495)

QUESTION	To what extent do the following vocational education system components adequately serve special populations?

Consultants for ISBE/DAVTE who monitor and assist local programs serving special populations were asked to assess the extent to which the components listed below are adequately serving the populations. Table II depicts the average rating of the consultants.

Components of the vocational education system which are needed to serve special populations are nearly equal between the secondary and postsecondary levels. Nearly all of the components described were rated between usually and occasionally provided. The exceptions were rated as "occasionally" available. These included day care at the postsecondary level, employment placement at the secondary level, and follow-up at the postsecondary level.

Adequacy of Components to Serve Special Populations

Table II

Components of System	Secondary	Postsecondary
Instructional personnel	x 2.50 (1 2 3 4)	x 2.50 (1 2 3 4)
Support personnel	x 2.00 (1 2 3 4)	x 2.20 (1 2 3 4)
Equipment	x 2.30 (1 2 3 4)	x 2.30 (1 2 3 4)
Transportation	x 2.60 (1 2 3 4)	x 2.75 (1 2 3 4)
Day Care	x 2.30 (1 2 3 4)	x 3.00 (1 2 3 4)
Facilities	x 2.25 (1 2 3 4)	x 2.25 (1 2 3 4)
Programming	x 2.50 (1 2 3 4)	x 2.75 (1 2 3 4)
Curriculum	x 2.50 (1 2 3 4)	x 2.50 (1 2 3 4)
Counseling	x 2.50 (1 2 3 4)	x 2.50 (1 2 3 4)
Equipment placement	x 3.00 (1 2 3 4)	x 2.75 (1 2 3 4)
Follow-up	x 2.75 (1 2 3 4)	x 3.00 (1 2 3 4)

Coordination with other service providers			x 2.50					x 2.75		
	1	2	3	4		1	2	3	4	
AVERAGE			x 2.47					x 2.60		
	1	2	3	4		1	2	3	4	

1=Always, 2=Usually, 3=Occasionally, 4=Never

None of the consultants marked any of the components with a rating of "always." Only one item received a "never" rating by one consultant.

QUESTION	What factors have contributed to or detracted from accessibility of special populations to quality vocational education programs?

During the last 30 years, Illinois has developed a rather extensive system of programs and services for special populations. Exemplary efforts have been fieldtested and implemented. Considerable latitude has been given to local and regional systems to provide access in a manner which best serves their needs. Following are very briefly described examples of strategies, services, and programs used throughout Illinois. The listing is far from being exhaustive, but provides for some insight into the statewide perspective.

- Individualized Career Plans (ICP). ICPs for students having special needs are probably the most positive influences affecting equal access to programs. As the student is assessed and needs are clearly defined and integrated into a plan, necessary services can be made available.

- Child Care and Transportation. Special needs students often need child care services and transportation in order to access programs. Funds for these services are generally available if the need is known so the service can be budgeted. Much of the availability is determined at the local level.

- Appropriate Programming. Some schools continue to lack appropriate programs to serve the special needs students. However, since the regional delivery system has been fully implemented, many of the small schools now can combine small numbers of students to provide efficiency in making these services available. These consortia have done more to expand access into the extremely rural and extremely small schools than any other strategy.

- Professional Staff. Having a professional staff that is aware of the kinds of special services needed to serve special populations and also has the skills to provide the services is a key to whether or not school districts place priority on serving these populations. If staff do not recognize a need, often the student "falls through the cracks" before an opportunity is accessible.

- Disadvantaged Student Grants. Community colleges have special state grants to provide services to all disadvantaged students. The grant funds provide for tutoring, referrals, counseling, assessment, and testing. Community colleges also provide remedial courses for students in need of remediation. Interpreters, note takers, and other services are available as well.

- Societal Attitudes. Nontraditional enrollment in programs that are sex-role stereotyped continues to present problems of equal access primarily related to societal attitudes. Printed materials and recruitment efforts at one time were directed toward one gender or the other. Even though much of this has changed, there has not had ample time to change attitudes of the public about what is appropriate in terms of female- or male-specific jobs.

- Adults in Need of Training and Retraining. Illinois has 42 postsecondary institutions that provide retraining and training of adults. These programs serve dislocated workers and displaced homemakers as well as JTPA clients. In addition, apprentices are served and new, emerging, and expanding businesses receive training and retraining programs through a "quick-start" adult program known as HITS.

- Quarterly Education and JTPA Meetings. The community colleges, secondary regional delivery systems, and technical institutes are required to meet with the SDAs in their region quarterly. The coordination meetings help vocational education and job training to assess and plan services and programs for special populations.

- Exemplary Adult Retraining Programs. Programs designed to serve special populations such as adults in need of retraining are developed to fulfill specific needs. Some examples include small-business courses, entrepreneurship in-service, and "Project Bridge" to assist displaced workers by providing new technology to enter new careers. In-plant electronics, SPC, word processing, nursing assistants, security, bank tellers, and other specific programs help retrain adults in high local demand areas.

- Consumer and Homemaking Education Program (CHEP). CHEP programs serve economically disadvantaged homemakers in the Chicago and East St. Louis areas. Primarily, participants receive management and parenting instruction, but many are also prepared to enter job preparation programs. Approximately 16,000 are served annually.

- Special Coop Education (Dropouts, Potential Dropouts). Since the early 70s, Illinois has offered a cooperative education (WECEP) for 14- and 15-year-old potential dropouts and older students who are "early school leavers." Both programs have benefitted participants. The WECEP students show a marked improvement in grades. The ESLP students return to school, complete GEDs and receive OJT. Both groups contribute significantly to the economy.

- Sex Equity Grants. Some sex equity grants provide services directly to students, particularly in terms of career information about nontraditional job roles. These also provide awareness of sex stereotyping and ethnic stereotyped careers.

- In-service Education of Educators. Funds for special populations have been used extensively to provide teachers, instructors, administrators, and counselors with in-service education about working with special needs populations.

- Mentorship. Special programs have been designed to use the concept of mentoring. These have been successful in programs to eliminate sex-role stereotyping and programs for economically disadvantaged, ethnic groups, and academically disadvantaged.

- Minigrants. Minigrants for local programs to design or develop specialized programs to target special population needs continued to provide an opportunity for local districts and systems to target very specialized needs.

SET ASIDES FOR SPECIAL POPULATIONS

Federal legislation for vocational education provides set aside funds to serve special populations. The funds may be used to meet any need a student may have in order to succeed in vocational education. Funds can be used to provide support services such as child care, transportation and tuition or special programs such as tutoring and remedial or programs for limited-English-proficient students. Since the 1963 federal legislation, each reauthorization has resulted in increased allocations directed to the special needs populations.

QUESTION	To what extent have the set asides affected vocational education programs and services provided to special populations?

In a 1987 survey of community college deans, systems directors, and service delivery area (SDA) directors, results indicated these administrators believed that funding for making vocational education accessible to special populations was the most effective use of federal vocational education funds.

ICoVE asked state staff responsible for administering and monitoring set aside funds for special populations how effective these funds have been in the last two years. The results are shown in the table below.

Effect of Set Aside Funds

Table III

Population	Effectiveness				
Handicapped		x 4.5			
	5	4	3	2	1
Disadvantaged		x 4.5			
	5	4	3	2	1
Adults in need of training and retraining			x 3.0		
	5	4	3	2	1
Single parents or homemakers		x 4.0			
	5	4	3	2	1
Individuals who participate in programs to eliminate sex bias and stereotyping	x 5.0				
	5	4	3	2	1
Criminal offenders in correctional institutions		x 4.0			
	5	4	3	2	1

5=Strongly positive, 4=Moderately positive, 3=No effect, 2=Moderately negative, 1=Strongly negative

Comments re: Negative Ratings. Clearly the least effective effort is in the training and retraining of adults. The consultants believed the set aside funds had "no effect." This is in agreement with ICoVE's findings. The "ineffectiveness" is based almost entirely on the lack of a concerted, well-planned effort to serve this population. Only isolated data showing impact or outcomes are available. These data are positive, however.

Programs designed specifically for adults, either retraining of the existing workforce or first-time training for adults, have been limited. There has been no concerted effort to reach this population. The information about the impact of these programs on adults that are served is very limited. Most of the data are quantitative in lieu of qualitative.

Comments re: Positive Ratings. Set aside funds for the sex equity movement have provided the major push for making administrators, counselors and teachers/instructors aware of the issues involved. The funds have also provided in-service to educators to assist in providing instruction and instructional materials which are free of stereotyping. Additional education, which would include the public, the employer, and the employees, will be needed to alleviate individual bias in order to effect nontraditional employment.

Special needs coordinators at the regional level have been effective in coordinating with special education to improve the services for handicapped vocational education students. These coordinators have also been successful with Chapter I and JTPA programs and services through coordination of efforts. These have helped to expand services for economically disadvantaged students as well as academically disadvantaged vocational education students.

At correctional facilities, special needs coordinators have designed specific support services. These often include tutors, teacher aides, and special materials.

Funds available to districts and systems to match services with assessments to target student needs are believed to be extremely successful. Most of this success is based on observation by local personnel. Little follow-up is available.

FUNDING FORMULA FOR DISADVANTAGED HANDICAPPED

The problems of funding for the special populations are not with the state's formula, but rather the insufficient amount of funds available. At one time, local matching requirements hindered the use of available funds. Prior to the development of regional delivery systems, many small schools received small allocations. They often returned the funds because 1) they were insufficient in amount to do anything with, and 2) the cost of doing the paperwork was greater than the amounts received. The regional systems provide greater sums of funds and a consortium of schools working together cooperatively to provide services.

QUESTION	To what degree does the funding formula within the state affect the ability to serve the needs of the disadvantaged and handicapped?

Based on a composite rating of ISBE/DAVTE who work with special populations programs and program funding, a moderate assessment was given. Some indicated that the limited amount of funds available affected their rating.

Effects of the funding formula as rated by staff resulted in a slightly positive effort as shown on the scale below:

x 3.75

5 4 3 2 1

5=Strongly positive
4=Moderately positive
3=No effect
2=Moderately negative
1=Strongly negative

The formula does drive funds to areas with concentrations of economically disadvantaged and the highest concentration of disadvantaged, handicapped and LEP vocational education students being served. The formula only drives funds. The ability to serve the needs of special populations is more a function of the community college or regional system.

The presence of a special needs coordinator (an advocate) has been the one thing which has made a difference. When this person is "on board," students are identified and served to a greater extent with available funds. The current formula has some weaknesses which did not target funds to the area with the greatest need. Half of the funds were driven by the number of special population students served in an area. A high concentration area may serve very few and not benefit from this part of the formula.

The regional delivery system concept completely eliminated turning down allocated funds. Applications were submitted for allocations. In addition, the percent of deobligated funds has decreased over the life of the Act. This is largely attributed to the presence of special needs coordinators, and of course, the regional delivery system.

PRIVATE-SECTOR INVOLVEMENT

Since passage of the Perkins act in 1984, the educational community has been urged to form partnerships with the private sector. Renewed enthusiasm for this activity again surfaced with reauthorization in 1990, particularly in the development of tech prep programs. ICoVE's study of private-sector needs from education has identified a variety of ways in which partnerships can be used to enhance education.

QUESTION	To what extent has vocational education involved the private sector in the improvement and expansion of its programs? Comment on unique activities.

The amount of private-sector involvement in program determination, planning, implementation, and evaluation has varied greatly from school to school across the state. Area vocational center and community college programs have had the most input from business and industry. The amount of input has varied.

In comprehensive high schools, the amount of business and industry input has been minimal even though a few schools and teachers have sought and received a great deal of quality input. Two things have a direct impact on the level of business and industry involvement:

- State requirements for involvement of the private sector in local programs.
- Personnel in the school or program who understand the importance of business and industry input, i.e. attitudes of administrators and faculty.

The State required business and industry input into the development and maintenance of programs at area career centers, community colleges, and regional systems. There was no state requirement for business and industry input into comprehensive high school programs prior to the implementation of regional delivery systems.

Some administrators and teaching staff members view business and industry input as critical to program development, improvement, and survival. These people have gone beyond requirements. They have developed advisory groups to receive input and have taken their recommendations to heart. Involvement has been greatest where people understood its importance.

Vocational education in Illinois has not used private-sector representatives to a great extent in evaluation efforts. This may be because the state's evaluation system has been under revision and has not been used during the recent three years. They did comment, however, that the private sector is very helpful in planning what program outcomes and measures should be. To date, it has tapped the private sector to a greater extent for planning and development activities than for implementation or evaluation efforts.

Private-Sector Involvement

Table IV

Private-Sector Contribution	Planning	Implementation	Evaluation
Meeting the needs of vocational education	1 2 **3** 4	1 2 **3** 4	1 2 **3** 4
Identifying workplace requirements	1 2 **3** 4	1 2 **3** 4	1 2 **3** 4
Addressing needs of targeted populations	1 2 **3** 4	1 2 **3** 4	1 2 **3** 4
Addressing statewide job training and retraining needs	1 2 **3** 4	1 2 **3** 4	1 2 **3** 4
Local advisory committees	1 2 **3** 4	1 2 **3** 4	1 2 **3** 4
State technical committees	1 2 **3** 4	1 2 **3** 4	1 2 **3** 4
Economic development	1 2 **3** 4	1 2 **3** 4	1 2 **3** 4
Private industry councils	1 2 **3** 4	1 2 **3** 4	1 2 **3** 4
Other - apprenticeship	1 **2** 3 4	1 2 **3** 4	1 **2** 3 4

4 = Significant, 3 = Moderate, 2 = Very Little, 1 = None

Activities of Advisory Councils (Examples)

- Agriculture, as a group, has used advisory input more than any of the other occupational areas. Agriculture includes having a local agriculture advisory committee as one of the quality indicators which determines the amount of money a school district should receive for Ag Supplemental Grant funds. The money for the Ag Supplemental Grant itself is provided yearly because individuals in the agriculture business community did the work required to get the State legislature to fund the grant.

- As secondary regional vocational systems continue their development, system directors are finding out that an overall general advisory committee for the region cannot provide all of the necessary input for keeping curriculum up-to-date and about the types of equipment that should be phased in and out of the programs. Input of this type must come from program-specific advisory committees. Several regional systems across the state are going beyond requirements. They are setting up programmatic advisory committees.

- As secondary/postsecondary articulation continues its growth, regional systems and community colleges are realizing that a true 9-14 program must receive input from one common voice to avoid unnecessary conflict. To solicit this "one common voice," at least five community colleges and the regional systems which make up their community college districts have agreed to share program-specific advisory committees. These include:

  - Kaskaskia Community College-Marion/Clinton/Washington Regional Delivery System,
  - John A. Logan Community College-Franklin County Regional Delivery System,
  - William Rainey Harper College-Career Preparation Network Regional System,
  - Lake Area Regional Delivery System-Williamson County Regional Vocational System,
  - Lake Land Community College-Eastern Illinois Education for Employment System, and
  - Parkland Community College-Champaign/Ford Vocational System.

QUESTION	Are there barriers to private-sector involvement, if so, what recommendations might remove those barriers?

ICoVE's study of business and labor needs that need to be met by education surveyed 1,120 business and labor representatives. In addition, nearly 100 of these respondents attended one of eight roundtable discussions designed to more thoroughly examine components of public-sector and private-sector partnerships. The following barriers with accompanying discussions and appropriate recommendations are gleaned from that ICoVE study.

Table V

Barriers to Private Sector Involvement	Discussion of Problem	Potential Recommendation to Resolve Problem
Insufficient definitions of terms, poor communication.	In describing "basic skills" clearly business and labor have a considerably broader view of the "basics" than most of the educational community. One primary difference includes the scope of basics. Educators tend to think of the 3 R's, whereas the private sector includes employability skills, critical thinking, decision-making skills, personal relationship skills, knowledge of how a business operates and others. A second difference is that business and industry feel that students must not only be knowledgeable of basic skills, but must be able to apply them to real work situations.	Clarify the meaning of basic skills. Use performance measures to determine the extent to which students can apply basic skills to real work situations. Assure students will demonstrate mastery of basic skills at the appropriate level before they exit elementary education.
Education's apparent slow reaction time to implementing private-sector advice.	The highly institutional process of education makes it slow to initiate advice given by the private sector. Often education fails to report how advice is being used.	Make appropriate revisions suggested by the private sector as quickly as possible.

Barriers to Private Sector Involvement	Discussion of Problem	Potential Recommendation to Resolve Problem
		Provide ongoing feedback regarding the use of advice routinely, i.e. keep the private sector apprised of progress. Be open and honest about reasons advice may not be implementable.
Private sector often feels it is being used as "window dressing" for programs.	Business and labor told ICoVE they often feel they are brought into schools and to programs as a "gesture" or "window dressing" and that education has not fully identified a role and purpose for their involvement. They cited examples of career days or class presentations when students were unprepared to ask questions or benefit from the involvement.	Invite the private sector to be involved in programs for clearly stated purposes. Prepare students/ audiences to maximize their experiences with business and labor representatives who are attending. Identify the roles and functions that education needs the private sector to serve.
Lack of direction about how they can help.	Labor and business indicated that sometimes how they might contribute is not clear. They requested that educators be prepared to "say what you want us to do." If they are invited to "listen" and not asked to "advise," they feel their time is wasted. Other ICoVE studies indicate many educators don't know how to work with the private sector.	Provide in-service education to educators to improve their ability to work with business and labor. Develop a plan for involving the private sector.
Educational credentialing has limited credibility.	Many business and labor people have lost confidence in education's credentials because, "a high school diploma doesn't mean the kid can read, write, and do simple math problems." Many teachers are teaching vocational education without current work experience, without knowledge of skills needed in today's workplace, with little understanding of today's technologies and their impact not only on jobs, but also in "ways jobs are being done."	Set performance standards for high school graduation in lieu of required courses. Require teachers to update their work experience to be recertified. Establish industry-based standards for vocational education that will result in a world-class workforce. Stop social promotions in secondary schools. Provide extensive remedial education for those who may have fallen through the cracks.

ALLOCATION OF STATE ALLOTMENT

Federal funds are allocated to states with a clear set of requirements for distribution to local schools based on local economic and unemployment factors and some other minimal distribution requirements. The State Board of Education determines how much is distributed between secondary and postsecondary institutions.

QUESTION	How is the funding distribution between secondary and postsecondary determined?

When both secondary and postsecondary institutions are eligible for federal funds, a formula is used to determine the distribution split between the two levels. The formula is based on the student credits generated at each level.

A conversion process is used to convert semester hour credits and adult contact hours to high school Carnegie units of credit. Funds are then distributed to secondary systems and postsecondary institutions based on the proportion of total credits for each entry. This allows the distribution to vary each year and more accurately reflects the magnitude of each education level.

QUESTION	How well does the funding reflect the goals created in the state and local planning process?

The funding formula to distribute funds between the secondary and postsecondary levels is enrollment driven. This does reflect local plans in terms of the numbers they plan to serve. Even though enrollment data used for reimbursement purposes is one year old, local enrollments do not fluctuate significantly from year to year.

The RFP distribution of funds is based on the approval of special proposals written to develop specific initiatives having priority in the State plan goals. These special funds are distributed on the quality of the proposal, rather than the level of the instruction.

QUESTION	What are the levels of funding for secondary and postsecondary Title IIA and Title IIB funds?

The overall distribution of secondary and postsecondary Title IIA and IIB funds represents a 50–50 split. Of that, the primary postsecondary system, i.e. community colleges, received 67%. Remaining shares of the postsecondary funds went to universities, technical institutes, and state agencies, i.e. corrections.

Distribution of Funds by Level

Table VI

	Secondary		Postsecondary		Total	
Title IIA (Spec. Pops.)	FY 1989	FY 1990	FY 1989	FY 1990	FY 1989	FY 1990
	$ 9,717,000	$ 9,880,000	$ 9,254,000	$ 9,214,000	$18,971,000	$19,094,000
	51%	52%	49%	48%		

	Secondary		Postsecondary		Total	
Title IIB (Prog. Improv.)	$ 6,139,000	$ 5,862,000	$ 6,892,000	$ 6,511,000	$13,031,000	$12,373,000
	47%	47%	53%	53%		
TOTAL	$15,856,000	$15,742,000	$16,146,000	$15,725,000	$32,002,000	$31,467,000
	50%	50%	50%	50%		

Secondary enrollment represents approximately 60% of the overall enrollment as compared to 40% for postsecondary. If the secondary/postsecondary split is compared to secondary enrollment, the secondary level is slightly short-changed. However, when considering costs and services provided, rationale is sufficiently available to justify weighting the postsecondary distribution.

QUESTION	What is the percentage of Carl D. Perkins dollars distributed to the following agencies/institutions for postsecondary programs, services, and activities?

The percentage of funds for the various postsecondary institutions did not change more than 1% between FY 89 and FY 90. Of the postsecondary allotment, four-year institutions receive one-fourth of the funds. Most of this is designated for research, development, and program improvement activities.

Table VII
Distribution of Postsecondary Funds by Type of Institution

Type of Institution	FY '89	Percent[1]	FY'90	Percent[1]
4-yr. institution	$ 3,981,000	12%	$ 3,767,000	12%
Percent[2]	25%		24%	
2-yr. institution	$10,847,000	34%	$10,511,000	33%
Percent[2]	67%		67%	
State Educ. Agencies	$ 1,318,000	4%	$ 1,447,000	5%
Percent[2]	8%		9%	
TOTAL	$16,146,000	50%	$15,725,000	50%
	100%		100%	

[1]Represents percent of total Title IIA and IIB expenditures, including secondary and postsecondary expenditures.
[2] Represents percent of only postsecondary Title IIA and IIB expenditures.

About 2/3 of the funds go to community colleges. Eight percent of the postsecondary funds are allocated to state agencies such as corrections education to provide programs and services to individuals in correctional facilities.

Combined, the various institutions are capable of helping the state meet its goals for serving special populations and implementing program improvement initiatives. In addition, the State of Illinois provides dollars to assist in operating vocational education programs in these institutions, as well as at the secondary level.

Table VIII

Distribution of Funds for All Eligible Recipients[1]

Recipient	FY 89	Percent	FY 90	Percent
Secondary	$15,856,000	46%	$15,742,000	46%
Postsecondary	$16,146,000	46%	$15,725,000	46%
CBOs	$ 806,000	2%	$ 739,000	2%
Other, State Adm., etc.	$ 637,000	2%	$ 481,000	1%
Tech. Asst.	$ 1,372,000	4%	$ 1,400,000	4%
TOTAL	$34,817,000	100%	$34,087,000	99%

[1]Includes Title IIA, IIB, and Title III funds.

State plan goals for funds expended by community-based organizations (CBOs) included accessing difficult-to-serve populations. CBOs, particularly in metropolitan areas, were able to reach dropouts and provide services to help them return to school or enter job training.

Technical assistance and state administration funds were used to assist local programs to continue regionalization efforts, develop a statewide evaluation system, and begin positioning state efforts necessary for implementing the reauthorization of the federal Perkins Act with accompanying amendments.

P A R T I I

JOB TRAINING PARTNERSHIP ACT

- Populations with Serious Barriers to Employment

- Performance Standards

POPULATIONS WITH SERIOUS BARRIERS TO EMPLOYMENT

QUESTION	What are the total eligible populations with the following characteristics and what are the number and percentages of JTPA clients who had these characteristics? Total may exceed 100% to the degree that clients fit multiple categories.

Title IIA Adult JTPA participants served represent less than 10% of the eligible welfare recipients. The highest percentage of persons served is in the handicapped category with slightly more than 8% of those eligible being served.

The percentage who completed programs and the percentage who were placed are both less than 7% of the total eligible population. However, the completion rate based on clients served is between 2/3 and 3/4. Of the number of participants completing the program, i.e. 67%–87%, over half of these clients are placed after completion.

Table IX

Title IIA Adult

	Number Eligible	Served[1] #	Served[1] %	Completed[2] #	Completed[2] %	Placed[3] #	Placed[3] %
FY 1989 (PY 1988)							
Welfare Recipients	492,941	10,433	2.1%	7,727	74.1%	4,683	60.6%
H.S. Dropouts	309,739	6,287	2.0%	5,008	79.7%	3,282	65.5%
Handicapped	22,771	1,868	8.2%	1,327	71.0%	879	66.2%
Limited-English-Proficient (LEP)	433,243	1,336	.3%	1,158	86.7%	997	86.1%
Criminal Offenders	30,591	1,674	5.5%	1,309	78.2%	909	69.4%
Displ. Homemakers	203,042	1,094	.5%	766	70.40	489	63.8%
Veterans	1,391,177	2,758	.2%	2,109	76.5%	1,577	74.8%
Older Workers	102,197	1,089	1.1%	861	79.1%	620	72.0%
FY 1990 (PY 1989)							
Welfare Recipients	492,941	8,896	1.8%	5,954	66.89	3,487	58.6%
H.S. Dropouts	309,739	5,411	1.8%	4,041	74.7%	2,519	62.3%
Handicapped	22,771	1,989	8.7%	1,385	69.6%	947	68.4%
Limited-English-Proficient (LEP)	433,243	1,377	.3%	1,155	83.9%	814	70.5%
Criminal Offenders	30,591	1,478	4.8%	1,104	74.7%	760	68.8%
Displ. Homemakers	203,042	912	.5%	646	70.8%	357	55.3%
Veterans	1,391,177	2,352	.2%	1,708	72.6%	1,240	72.6%
Older Workers	102,197	840	.8%	632	75.2%	441	69.8%

Data not available for measured reading levels, single parents, displaced workers, teenage parents.

[1]Percent served based on number eligible

[2]Percent completed based on number served

[3]Percent placed based on number completed

Source: JTPA Data System

For some population groups, over 70% are placed. The limited-English-proficient group of JTPA participants had the best completion and placement rates for both years. Their rate of being served is low.

Cost per placement
1989 - $3,215.74
1990 - $3,842.44

Number of persons served
1989 - 27,366
1990 - 24,588
Source: JTPA Data System

Table X

Title IIA Youth

FY 1989 (PY 1988)

	Number Eligible	Served[1] #	Served[1] %	Completed[2] #	Completed[2] %	Placed[3] #	Placed[3] %
Welfare Recipients	129,269	6,451	5.0%	5,621	87.1%	2,591	46.1%
H.S. Dropouts	63,441	4,610	7.3%	3,939	85.4%	1,779	45.2%
Handicapped	10,191	3,383	33.2%	2,907	85.9%	942	32.4%
Limited-English-Proficient (LEP)	168,483	356	.2%	306	86.0%	216	70.6%
Criminal Offenders	1,047	1,012	96.7%	914	90.3%	316	34.6%
Teen Parents	23,169	1,461	6.3%	1,206	82.6%	566	46.9%

FY 1990 (PY 1989)

Welfare Recipients	129,269	5,840	4.5%	4,779	81.8%	2,069	43.3%
H.S. Dropouts	63,441	4,404	6.9%	3,579	81.3%	1,634	45.7%
Handicapped	10,191	3,187	31.3%	2,533	79.5%	902	35.6%
Limited-English-Proficient (LEP)	168,483	394	.2%	339	86.0%	211	62.2%
Criminal Offenders	1,047	855	81.7%	726	84.9%	293	40.4%
Teen Parents	23,169	1,565	6.8%	1,194	76.3%	550	46.1%

Data not available for measured reading levels, single parents, displaced workers, teenage parents.

[1]Percent served based on number eligible
[2]Percent completed based on number served
[3]Percent placed based on number completed

Source: JTPA Data System

Title IIa Youth funds serve about 1/3 of the eligible handicapped youth and a very high percentage of the criminal offenders (80-96%). Less than 8% of youth welfare recipients, high school dropouts, the LEP population, and eligible teen parents actually participate in the programs.

The percent of youth served who actually complete the programs is much higher than the adult percentage. Youth percentages range from 76%-90%, as compared to 66%-83% for adults.

Slightly less than half of the youth completers are actually placed, whereas slightly more than 60% of the adults completers are placed. Many youth programs are designed to urge students to return to school.

The cost per placement for youth is about $800 higher than for adults.

Cost per placement	Number of persons served
1989 – $4,004.04	1989 – 19,622
1990 – $4,589.16	1990 – 18,132

Source: JTPA Data System

Table XI

Title IIB Summer Youth

FY 1989 (PY 1988)

	Number Eligible	Served[1] #	Served[1] %	Completed[2] #	Completed[2] %	Placed[3] #	Placed[3] %
Welfare Recipients	129,269	14,593	11.3%	14,593	100%	785	5.4%
H.S. Dropouts	63,441	2,016	3.2%	2,016	100%	165	8.2%
Handicapped	10,191	4,465	43.8%	4,465	100%	119	2.7%
Limited-English-Proficient (LEP)	168,483	387	.2%	387	100%	7	1.8%
Criminal Offenders	1,047	614	58.6%	614	100%	32	5.2%
Teen Parents	23,169	1,371	5.9%	1,371	100%	91	6.6%

FY 1990 (PY 1989)

Welfare Recipients	129,269	12,596	9.7%	12,596	100%	429	3.4%
H.S. Dropouts	63,441	1,984	3.1%	1,984	100%	127	6.4%
Handicapped	10,191	4,865	47.7%	4,865	100%	142	2.9%
Limited-English-Proficient (LEP)	168,483	419	.3%	419	100%	24	5.7%
Criminal Offenders	1,047	851	81.3%	851	100%	31	3.6%
Teen Parents	23,169	1,368	5.9%	1,367	99.9%	67	4.9%

Data not available for measured reading levels, single parents, displaced workers, teenage parents.

[1]Percent served based on number eligible

[2]Percent completed based on number served

[3]Percent placed based on number completed

Source: JTPA Data System

A large percentage of criminal offenders participate in the Summer Youth programs (58–81%). Almost half of the eligible handicapped youth participate (43–48%). All youth served by the Summer programs completed. A very low percentage (less than 10%) were placed. Most of these youth returned to school.

The largest group of summer youth participants are economically disadvantaged.

Cost per placement	Number of persons served
1989 - $19,888.23	1989 - 31,774
1990 - $32,007.16	1990 - 29,885

Source: JTPA Data System

Table XII

Older Individual Program

FY 1989 (PY 1988)

	Number Eligible	Served[1] #	Served[1] %	Completed[2] #	Completed[2] %	Placed[3] #	Placed[3] %
Welfare Recipients	492,941	213	.04%	183	85.9%	115	62.8%
H.S. Dropouts	309,739	697	.2%	557	79.9%	360	64.6%
Handicapped	22,771	137	.6%	96	70.1%	60	62.5%
Limited-English-Proficient (LEP)	433,243	35	.01%	30	85.7%	22	73.3%
Criminal Offenders	30,591	19	.06%	14	73.7%	11	78.6%
Displaced Homemakers	203,042	65	.03%	47	72.3%	27	57.5%
Veterans	1,391,177	505	.04%	389	77.0%	266	68.4%
Older Workers	102,197	2,276	2.2%	1,728	75.9%	1,172	67.8%
FY 1990 (PY 1989)							
Welfare Recipients	492,941	205	.04%	183	89.3%	110	60.1%
H.S. Dropouts	309,739	647	.2%	526	81.3%	349	66.4%
Handicapped	22,771	124	.5%	88	71.0%	47	53.4%
Limited-English-Proficient (LEP)	433,243	55	.01%	50	90.9%	31	62.0%
Criminal Offenders	30,591	21	.07%	13	61.9%	9	69.2%
Displaced Homemakers	203,042	60	.03%	45	75.0%	24	53.1%
Veterans	1,391,177	413	.03%	321	77.7%	222	69.2%
Older Workers	102,197	2,204	2.2%	1,768	80.2%	1,184	67.0%

Data not available for measured reading levels, single parents, displaced workers, teenage parents.

[1]Percent served based on number eligible

[2]Percent completed based on number served

[3]Percent placed based on number completed

Source: JTPA Data System

Very few (less than 2.2%) of older individuals who are not currently enrolled participate in JTPA programs for older individuals. Of those who do, the completion rate is very positive, ranging from 70-90% (excluding offenders). The placement rates for those who are placed, closely align with other JTPA adult placements.

Cost per placement	Number of older workers served
1989 - $2,261.31	1989 - 2,276
1990 - $2,406.04	1990 - 2,204

Source: JTPA Data System

Table XIII

Title III Adult and Youth

FY 1989 (PY 1988)

	Number Eligible	Served[1] #	Served[1] %	Completed[2] #	Completed[2] %	Placed[3] #	Placed[3] %
Welfare Recipients	492,941	20	.004%	16	80.0%	13	81.3%
H.S. Dropouts	309,739	744	.2%	678	91.1%	318	46.9%
Handicapped	22,771	44	.2%	35	79.6%	18	51.4%
Limited-English-Proficient (LEP)	433,243	93	.02%	86	92.5%	42	48.8%
Criminal Offenders	30,591	18	.06%	16	88.9%	12	75.0%
Displaced Homemakers	203,042	15	.01%	13	86.7%	10	79.9%
Veterans	1,391,177	557	.04%	492	88.3%	285	57.9%
Older Workers	102,197	329	.3%	307	93.3%	125	40.7%
Youth							
Welfare Recipients	129,269	4	.003%	3	75.0%	1	33.3%
H.S. Dropouts	63,441	8	.01%	6	75.0%	4	66.7%
FY 1990 (PY 1989)							
Welfare Recipients	492,941	104	.02%	71	68.3%	44	62.0%
H.S. Dropouts	309,739	1,212	.4%	792	65.4%	603	76.1%
Handicapped	22,771	232	1.0%	113	48.7%	65	57.5%
Limited-English-Proficient (LEP)	433,243	262	.06%	197	75.2%	165	83.8%
Criminal Offenders	30,591	111	.4%	54	48.7%	40	74.1%
Displaced Homemakers	203,042	150	.07%	56	37.3%	37	66.1%
Displaced workers		10,344		5,669	54.80%	4,578	80.75%
Veterans	1,391,177	1,457	.1%	832	57.1%	680	81.7%
Older Workers	102,197	678	.7%	409	60.3%	308	75.3%
Youth							
Welfare Recipients	129,269	9	.01%	7	77.8%	4	57.1%
H.S. Dropouts	63,441	34	.05%	27	79.4%	22	81.5%

Data not available for measured reading levels, single parents, displaced workers, teenage parents.

[1]Percent served based on number eligible

[2]Percent completed based on number served

[3]Percent placed based on number completed

Source: JTPA Data System

Unlike other JTPA programs, there is very little consistency of performance from 1989 through the year 1990. The difference in percentage completed and percentage placed varies 20–30 percentage points between years within the client category. There is no apparent explanation for the discrepancy.

Cost per placement	Number of persons served
1989 – $2,041.31	1989 – 13,041 (adult) 214 (youth) 13,255 Total
1990 – $2,697.35	1990 – 11,980 (adult) 342 (youth) 12,322 Total

Source: JTPA Data System

Table XIV

8% Adult (ICCB)

FY 1989 (PY 1988)

	Number Eligible	Served[1] #	Served[1] %	Completed[2] #	Completed[2] %	Placed[3] #	Placed[3] %
Welfare Recipients	492,941	2,281	.5%	1,555	68.2%	309	19.9%
H.S. Dropouts	309,739	1,541	.5%	1,035	67.2%	180	17.4%
Handicapped	22,771	505	2.2%	322	63.8%	88	27.3%
Limited-English-Proficient (LEP)	433,243	144	.03%	96	66.7%	30	31.3%
Criminal Offenders	30,591	138	.5%	98	71.0%	28	28.6%
Displaced Homemakers	203,042	222	.1%	151	68.0%	34	22.5%
Veterans	1,391,177	241	.02%	165	68.5%	81	49.1%
Older Workers	102,197	100	.1%	62	62.0%	15	24.2%
FY 1990 (PY 1989)							
Welfare Recipients	492,941	2,039	.4%	1,367	67.0%	211	15.0%
H.S. Dropouts	309,739	1,415	.5%	952	67.3%	130	13.7%
Handicapped	22,771	480	2.1%	299	62.3%	71	23.8%
Limited-English-Proficient (LEP)	433,243	110	.03%	65	59.1%	12	18.5%
Criminal Offenders	30,592	167	.6%	123	73.7%	36	29.3%
Displaced Homemakers	203,042	236	.1%	172	72.9%	26	15.1%
Veterans	1,391,177	200	.01%	144	72.0%	50	34.7%
Older Workers	102,197	98	.1%	53	54.1%	16	30.2%

Data not available for measured reading levels, single parents, displaced workers, teenage parents.

[1]Percent served based on number eligible

[2]Percent completed based on number served

[3]Percent placed based on number completed

Source: JTPA Data System

The 8% funds available to the Illinois Community College Board are used to provide both services to participants and funds for improving coordination efforts. The rate of completion is similar to other JTPA programs. The placement rate is fairly low. This may be attributed to a high number of students remaining in school after completing JTPA programs. Over 1/3 of those participating are high school dropouts and 2/3 are economically disadvantaged.

Cost per placement (Represents adult [ICCB] and Youth [ISBE] combined)
1989 – $5,912.64
1990 – $6,983.48

Number of persons enrolled (Adult – ICCB)
1989 – 3,899
1990 – 3,600
Source: JTPA Data System

Table XV

8% Youth

FY 1989 (PY 1988)

	Number Eligible	Served[1] #	Served[1] %	Completed[2] #	Completed[2] %	Placed[3] #	Placed[3] %
Welfare Recipients	129,269	1,400	1.1%	946	67.6%	138	14.6%
H.S. Dropouts	63,441	1,093	1.7%	679	62.1%	149	21.9%
Handicapped	10,191	555	5.5%	448	80.7%	123	27.5%
Limited-English-Proficient (LEP)	168,483	46	.03%	37	80.4%	10	27.0%
Criminal Offenders	1,047	161	15.4%	130	80.8%	35	26.9%
Teen Parents	23,169	295	1.3%	209	70.9%	49	23.4%

FY 1990 (PY 1989)

Welfare Recipients	129,269	1,617	1.3%	1,009	62.4%	138	13.7%
H.S. Dropouts	63,441	1,164	1.8%	653	56.1%	181	27.7%
Handicapped	10,191	615	6.0%	453	73.7%	121	26.7%
Limited-English-Proficient (LEP)	168,483	51	.03%	31	60.8%	14	45.2%
Criminal Offenders	1,047	132	12.6%	96	72.7%	28	29.2%
Teen Parents	23,169	336	1.5%	206	61.3%	29	14.1%

Data not available for measured reading levels, single parents, displaced workers, teenage parents.

[1]Percent served based on number eligible

[2]Percent completed based on number served

[3]Percent placed based on number completed

Source: JTPA Data System

A large portion of the participants served (approximately 1/3) are high school dropouts or potential dropouts. Approximately 1/10 of the participants are teen parents. In addition to programs and services, the 8% funds are also used to improve coordination between JTPA and vocational education. The 8% funds were coordinated with vocational education funds to provide assistance to a special cooperative education program for 14-15-year-old potential dropouts when federal vocational education funds were no longer available.

The percent of youth completing the programs is similar to other JTPA programs. The placement rates of those completing are about 25%. Again, many youth are encouraged to return to school or stay in school.

Cost per placement (Represents adult [ICCB] and Youth [ISBE] combined)
1989 - $5,912.64
1990 - $6,983.48

Number of persons enrolled
1989 - 3,393
1990 - 3,894
Source: JTPA Data System

Participation Summary

Table XVI

Participation and Placement Cost

FY 89 (PY 88)	Adult	Youth	Total	Placement Cost
8% ISBE/ICCB	3,899	3,393	7,292	$ 5,912.64
Older Worker	2,276	--	2,276	$ 2,261.31
Economic Disadvantaged (IIA & IIB)	27,366	19,622	46,988	A-$ 3,215.74 Y-$ 4,004.04
Summer Youth	--	31,774	31,774	$19,888.23
Title III	13,041	214	13,255	$ 2,041.31
TOTAL	46,582	55,003	101,585	
FY 90 (PY 89)				
8% ISBE/ICCB	3,600	3,894	7,494	$ 6,983.48
Older Worker	2,204	--	2,204	$ 2,406.04
Economic Disadvantaged (IIA & IIB)	24,588	18,132	42,720	A-$ 3,842.44 Y-$ 4,589.16
Summer Youth	--	29,885	29,885	$32,007.16
Title III	11,980	342	12,322	$ 2,697.35
TOTAL	42,372	52,253	94,625	

Source: JTPA data system

All JTPA programs had a drop in the number of persons served except the number of youth served by the 8% and Title III grants. The cost per placement increased in all programs.

Total participants served
1989 - 101,585
1990 - 94,625
Source: JTPA data system

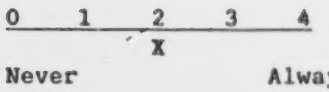
PERFORMANCE STANDARDS

Concern that requirements for meeting performance standards will cause "creaming," i.e. admitting those "most likely to succeed into programs," has plagued the job training programs since the original programs were launched under the Manpower Training and Development Act (MDTA). The JTPA legislation tied performance standards to funding, thus bringing the concern more into focus than ever before.

QUESTION	To what extent do performance standards influence recruitment and/or enrollment practices? In what ways?

In a survey of Service Delivery Area (SDA) directors, ICoVE asked them to assess how performance standards influence recruitment and enrollment practices. They responded:

Mean 2.00
Std. dev. 1.19
Source: ICoVE survey



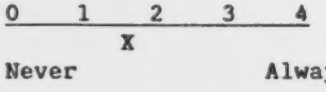
The directors acknowledge that performance standards do influence their recruitment and enrollment practices to some extent. They listed the following ways practices are influenced:

- Participant selection specifically encompasses goals to meet the standards (3 responses)
- Targeting those enrolled (3 responses)
- Screen out the hardest to serve (3 responses)
- Program design
- Must be 18 to enroll
- They keep us on the ball!
- We merge performance standards and needs of this special population together – one influences the other.

QUESTION	To what extent do the performance standards hinder JTPA from serving the populations most at risk? In what ways?

Special populations identified as "most at risk" are the most difficult to serve, and therefore, may be the least likely to meet performance standards. ICoVE's survey asked SDA directors if the performance standards hinder JTPA from serving this group. Their responses indicate it has some hindrance, but that it is limited. Two directors indicated that their clients are all "most at risk."

Mean 1.79
Std. dev. 1.23
Source: ICoVE survey



Directors listed the following as ways performance standards hinder serving the most at risk populations:

- Must be 18 to enroll
- Emphasis on placement discourages multiple program enrollment
- Time frames
- Long-term training increases possibility of dropouts
- Length of placement is not in SDA control
- Contractors are guarded about enrolling high-risk participants
- Services for "at risk" are high cost
- Little -- we have such a large, eligible at risk population

P A R T I I I

VOCATIONAL EDUCATION/JTPA COORDINATION

- Public Education Delivery Systems
- Local Coordination

PUBLIC EDUCATION DELIVERY SYSTEMS

JTPA legislation requires that public education be given the first opportunity to provide the programs and services that JTPA clients need.

QUESTION	To what extent are local education agencies and institutions (secondary and post-secondary) given the opportunity to provide JTPA programs and services?[1]

In a survey of Service Delivery Area (SDA) directors ICoVE asked to what extent the opportunity to provide programs and services for JTPA participants is given to the local schools. Clearly, a very high percentage are given the opportunity.

Mean 3.58
Std. dev. .69
Source: ICoVE survey

0	1	2	3	4
				X
Never				Always

SDA directors cited the following reasons for not using local secondary and postsecondary programs:

- Do not respond to RFP
- Educational institutions do not have the time
- No demands for particular training, but some types of youth programs are in the LEAs the year around

One director noted, "LEAs are given first opportunity to provide programs."

QUESTION	Are secondary and postsecondary LEAs on the mailing list for RFPs?[1]

The response from SDA directors indicated that 94% of the SDAs said "Yes" that LEAs are on the mailing list. None indicated they are not on the list, but 6% indicated that they "don't know." Illinois has 26 SDAs. Two-thirds or 67% responded to the survey.

QUESTION	Do secondary and postsecondary LEAs respond to the RFPs? If not, why not?[1]

Eighty-eight (88%) percent of the SDA directors indicated that secondary and postsecondary institutions respond to RFPs. Six percent said they do not respond and 6% did not know if they respond.

SDA directors indicated that secondary and postsecondary institutions respond to different types of RFPs. The postsecondary institutions are more likely to develop programs to serve JTPA clients than are the secondary institutions. Secondary institutions most often look to JTPA to help them serve the students most at risk.

All community colleges participate with JTPA in some manner. The secondary regional delivery systems also participate, but this participation does not necessarily involve all schools in the region.

[1]The survey responses for secondary and postsecondary were the same.

The biggest obstacle to involvement, particularly at the secondary level, is a sense that ongoing relationships between SDAs and educational institutions provide an "inside track" and it is difficult for new partnerships to emerge.

Education agencies would be more willing to participate with JTPA if the red tape and bureaucracy could be diminished. Assessment and eligibility differences between JTPA and education continue to create problems. The problems are generally described as unnecessary duplication, particularly in the eligibility determinations.

QUESTION	Does the RFP process appear to be a fair and equitable way of distributing JTPA funds at the secondary level? At the postsecondary level?

The RFP process is a fair and equitable way and the only legal way to utilize JTPA funds for secondary and postsecondary institutions. Unfortunately most secondary schools do not have representation on the Private Industry Council (PIC) and unless the educators or the council convey the RFP's availability to all the secondary schools in the SDA, they do not know about the opportunity or services available. This lack of communication could be reduced if the PIC member representing education is made the conduit between the SDA and the secondary schools. This should be a responsibility of the regional delivery systems director.

Postsecondary institutions are more aware of the RFP process because of their involvement with JTPA and their mission. In some cases there may be only one or two postsecondary schools in the SDA area and they usually have enough staff to make sure they have some representation on the PIC or at least attend PIC meetings. Unlike secondary schools, the majority of the various career programs offered through postsecondary institutions will more likely meet JTPA client needs.

QUESTION	Do secondary LEAs appear to be willing to become a part of JTPA? Do postsecondary institutions?

Secondary schools have had limited involvement with their local PICs and service delivery agencies. They indicated that with the exception of identifying candidates for the summer youth programs and the possibility of some assistance for the 14- and 15-year-old (WECEP) program, there has not been much activity throughout the state. Secondary schools would be willing to work closer with JTPA if the SDAs did a better job of marketing their programs which serve eligible secondary students.

Postsecondary institutions throughout the state have generally cooperated with their SDAs and PICs. One problem which exists in the lack of coordination and planning of programs which will serve students at times convenient to them. Often postsecondary schools will only take JTPA clients who fit into their schedule rather than creating a program which meets the needs of the client. Postsecondary institutions need to offer courses which run six hours a day and weekend courses and to be more creative and flexible with their scheduling. SDAs need to do a better job of working with postsecondary institutions as they develop training programs for their clients.

QUESTION	What are the strengths of the RFP process and who benefits?

The RFP process clearly identifies the services and programs that are needed for the JTPA clients to be served. Educational programs having an existing capacity to serve these needs are most likely to benefit. Programs having a tenure of success and cooperation with JTPA clients certainly are most likely to be selected. Institutions that are large enough to have a cadre of student services personnel and grant writers are most often awarded grants. The RFP process is designed to provide equal opportunity among the institutions within the SDA.

QUESTION	What are the weaknesses of the RFP process and who loses?

Educational institutions having a history of experience and success in providing services and programs are difficult to unseat in the RFP process. Generally, there are not enough funds to fund all the needs within the SDA. The RFP process slows down services to some extent in order to give the institutions time to respond to the request.

The following NASCOVE questions could not be answered by the Illinois data collection system for JTPA nor the vocational education data collection systems:

What percent of Title IIA 78% money was used within the state's vocational education delivery system? Include both vocational education programs and services that are fully composed of JTPA clients along with individual referral.

- Of this amount, what percentage went to secondary during 1988-89 and 1989-90? To postsecondary?
- Of the amount, what percent was used for the following programs and services:
  - Remediation (basic skills)
  - Personal survival skills
  - Employability development (job seeking/job keeping)
  - Occupational skill training
  - Other
- How many students/clients were served by JTPA in 1988-89? In 1989-90?

ICoVE gathered information in its survey of SDA directors to answer the questions following. A mean number of students/clients and a range served by the SDAs were available from the 67% responding. Because response was not 100%, a total cannot be given.

QUESTION	How many students/clients were served by the vocational education delivery system during 1988-89 and 1989-90 at the secondary level? At the postsecondary level?

SDA respondents provided the following numbers of students/clients served by the vocational education systems in their areas: (includes all programs, not only Title IIA)

Table XVII

JTPA Students/Clients Served by Vocational Education

SECONDARY	Mean	Std. Dev.	Range
1988-89	322.70	592.13	30 - 1988
1989-90	242.50	426.70	30 - 1570

POSTSECONDARY	Mean	Std. Dev.	Range
1988-89	402.00	293.61	0 - 847
1989-90	429.87	433.12	0 - 1607

Source: ICoVE survey of SDA Directors

The range of students served by the vocational education system in the SDAs is quite varied. A total number of JTPA students served by vocational education could be estimated at approximately 4,100 - 18,720 at the secondary level and approximately 15,700 - 16,800 at the postsecondary level.

QUESTION	How are people in need of JTPA programs and services identified by the SDA?

The SDA directors reported that a variety of methods are used to identify JTPA clients who are in need of remediation, personal survival skills, employability development, and occupational training.

Identifying Needed Programs and Services

REMEDIATION	PERSONAL SURVIVAL SKILLS
• Testing - 13 responses (76%) • Counseling - 4 responses (24%) • Referrals from other agencies - 6 responses (36%) • Interviews	• Human services organizations • Assessments - 4 responses (24%) • EDP (Employability Development Plan) • Counseling - 6 responses (36%) • Referrals, other agencies - 2 responses (12%) • Interview • Need
EMPLOYABILITY DEVELOPMENT	**OCCUPATIONAL TRAINING**
• Need • EDP (Employability Development Plan) • Interview - 2 responses (12%) • Assessment and counseling - 6 responses (36%) • Referral from other agencies - 4 responses (24%) • JTPA application • PIC staff • JTPA's EDP staff	• Internally • Educational institution • PIC staff • Personal interview • EDP (Employability Development Plan) - 2 responses (12%) • Interest assessment • Counseling and assessment - 9 responses (53%) • Service providers, advertising • Referrals - 4 responses (24%)

Source: ICoVE's survey of SDA Directors

LOCAL COORDINATION

Needs of JTPA clients are most often determined by assessment, testing, counseling, referrals, and professional judgment using interviews, staff assessments and the employment development plan.

QUESTION	To what extent are the following (see table below) activities or arrangements utilized to coordinate planning and reduce duplication at the local level?

During the past 3 years, cooperative agreements have been required between JTPA SDAs and the community college and secondary regional delivery systems in their area. During the past two years, quarterly coordination meetings have been required of the three groups.

Coordination Activities

Table XVIII

	0	1	2	3	4	
• Joint planning of JTPA- funded activities			x			Mean = 2.28 Std. Dev. = 1.28
	Never				Always	
• Joint planning of Perkins-funded activities		x				Mean = .61 Std. Dev. = 1.04
	Never				Always	
• Review of grants/ applications for JTPA funding			x			Mean = 2.22 Std. Dev. = 1.44
	Never				Always	
• Review grants/ applications for Perkins funding		x				Mean = .72 Std. Dev. = 1.13
	Never				Always	
• Cross-representation on vocational advisory committees and PICs				x		Mean = 2.67 Std. Dev. = 1.14
	Never				Always	
• Exchange listings of programs				x		Mean = 2.71 Std. Dev. = 1.16
	Never				Always	
• Cooperative agreements					x	Mean = 3.50 Std. Dev. = .92
	Never				Always	
• Others - none listed						

Source: ICoVE's survey of SDA Directors

The cooperative agreement is the most used method for coordinating planning and reducing duplication between education programs and JTPA. Joint planning and grant review for Perkins-funded activities provided very little, if any, assistance. Cross-representation on advisory committees and PICs, as well as exchanging program listings, is a fairly useful effort. Joint planning of JTPA activities and grants is somewhat useful as well.

QUESTION	Describe the significant contributions of vocational education representatives on the Private Industry Councils (PIC).

In responding to ICoVE's survey, SDA directors identified the following as significant contributions of vocational education representatives on the PICs.

- Information about vocational education programs
- Attendance at meetings
- Representatives serve as member of the board
- Members serve on Education Task Force
- Make recommendations regarding new programs – 3 responses
- Keep us abreast of state and local program ideas
- Recommend use of the LEA to provide service
- Member of PIC youth committee
- Knowledgeable of local labor market and demand occupations
- Knowledgeable of at-risk populations and their needs
- Bring expertise
- Input on program evaluation and competencies
- Committee assignments
- Resources
- Educate lay people about vocational education

QUESTION	Describe the significant contributions of PIC members who also serve on vocational education boards, councils, and committees.

SDA directors identified four contributions that PIC members make when working with vocational education boards, committees and councils:

- Bring expertise to meeting
- Serve on a variety of boards, councils, committees – 3 responses
- Up-to-date employment information
- Advisory boards for AVC programs/networking/marketing

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